



TRAFFIC AND MOBILITY COMMISSION

Agenda

Council Chambers
1200 Carlsbad Village Drive
Carlsbad, CA 92008

Monday, Mar. 2, 2020 5:00 p.m.

Welcome to Your Traffic and Mobility Commission Meeting

We welcome your interest and involvement in the city's legislative process. This agenda includes information about topics coming before the Traffic and Mobility Commission and the action recommended by city staff. You can read about each topic in the staff reports, which are available on the city website and in the Office of the City Clerk. The City Clerk is also available to answer any questions you have about Traffic and Mobility Commission Meetings meeting procedures.

How to Participate

If you would like to provide comments to the Traffic and Mobility Commission, please:

- Fill out a speaker request form, located in the foyer.
- Submit the form to the Minutes Clerk before the item begins.
- When it's your turn, the Chair will call your name and invite you to the podium.
- Speakers have three minutes, unless the presiding officer (usually the Chair) changes that time.
- You may not give your time to another person, but groups can select a single speaker as long as three other members of your group are present. Group representatives have 10 minutes unless that time is changed by the presiding officer or the Commission.

Reasonable Accommodations

Persons with a disability may request an agenda packet in appropriate alternative formats as require by the Americans with Disabilities Act of 1990. Reasonable accommodations and auxiliary aids will be provided to effectively allow participation in the meeting. Please contact the City Manager's Office at 760-434-2821 (voice), 711 (free relay service for TTY users), 760-720-9461 (fax) or manager@carlsbadca.gov by noon on the Thursday before the meeting to make arrangements.

More information about Traffic and Mobility Commission meeting procedures can be found at the end of this agenda and in the Carlsbad Municipal Code chapter 1.20.

CERTIFICATE OF POSTING

I do hereby certify that a copy of the foregoing agenda was posted at the Council Chamber at

5:25 am/pm on Tuesday

02/25/2020
Date

Elaine Paiva
Signature

CALL TO ORDER:

ROLL CALL:

APPROVAL OF MINUTES:

Minutes of the Traffic & Mobility Commission Special Meeting held on Feb. 3, 2020

PUBLIC COMMENTS: *In conformance with the Brown Act, no Commission action can occur on items presented during Public Comment. A total of 15 minutes is provided so members of the public can address the Commissioners on items that are not listed on the Agenda. Speakers are limited to three (3) minutes each. If you desire to speak during Public Comment, fill out a **SPEAKER CARD** and submit it to the Minutes Clerk. If there are more than five (5) speakers, the remaining speakers will be heard at the end of the agenda just prior to Commissioners Reports. When you are called to speak, please come forward to the podium and state your name.*

DEPARTMENTAL REPORTS:

1. **POLICE REPORT** – (Staff Contact: Lt. Calderwood, Police Department)
Staff's Recommendation: Information only

2. **TRAFFIC CALMING PLANS FOR SEGOVIA WAY AND HARWICH DRIVE** – (Staff Contact: John Kim, Public Works)
Staff's Recommendation: Approve staff recommendations

3. **FOUR DEFICIENT STREET FACILITIES AFFECTING LOCAL FACILITIES MANAGEMENT ZONE 15** – (Staff Contact: Laura Rocha and Paz Gomez, Public Works)
Staff's Recommendation: Approve staff recommendations

4. **CARLSBAD SUSTAINABLE MOBILITY PLAN DRAFT** – (Staff Contact: Nathan Schmidt, Public Works)
Staff's Recommendation: Information only

CITY TRAFFIC ENGINEER COMMENTS:

City Traffic Engineer Report – Attachment A

TRAFFIC AND MOBILITY COMMISSION COMMENTS:

PUBLIC COMMENTS: Continuation of the Public Comments

This portion of the agenda is set aside for continuation of public comments, if necessary, due to exceeding the total time allotted in the first public comments section. When you are called to speak, please come forward to the podium and state your name. The remainder of the categories are for reporting purposes. In conformance with the Brown Act, no public testimony and no Commission action can occur on these items.

ADJOURNMENT:

ABOUT THE TRAFFIC AND MOBILITY COMMISSION AGENDA

Per Carlsbad Municipal Code 2.28.050 the Traffic and Mobility Commission is an advisory commission to the City Council directed to study all matters referred to it concerning traffic safety and pedestrian safety and to make written recommendations to the city council regarding traffic and pedestrian safety within the city.

The Ralph M. Brown Act (commonly referred to as the "Brown Act") governs open meetings for local government bodies in the state of California. The Brown Act guarantees the public's right to attend and participate in meetings of local legislative bodies and is contained in section 54950 et seq. of the Government Code. The Brown Act also includes requirements for the distribution of agendas for these public meetings.

TRAFFIC AND MOBILITY COMMISSION PROCEDURE

For each item on the agenda, City of Carlsbad staff will present a report to the Traffic and Mobility Commission. The Traffic and Mobility Commissioners may then ask clarifying questions about the staff report in advance of the public outreach. The audience will then be asked for comment. The Traffic and Mobility Commission is interested to hear all persons wishing to give testimony. Please file a **"Request to Speak"** form to speak on items listed on the agenda. Persons not desiring to speak, but wishing to be recorded as proponents or protesters of record, may do so by submitting their name and address to the minutes clerk. If anyone wishes to question a Traffic and Mobility Commission recommendation, they may contact the Traffic and Mobility Division at 1635 Faraday Avenue, between the hours of 7:30 and 5:30, Monday through Thursday, and 8:00 to 5:00 on Friday.

Visual materials should be submitted to the Transportation Department at 1635 Faraday Avenue no later than noon the Friday before the meeting. Please label all materials with the agenda item number you are representing. All materials exhibited to the Traffic and Mobility Commission during the meeting (slides, maps, photos, etc.) are part of the public record and must be kept by the Traffic and Mobility Division for at least 60 days after final action on the matter. Your materials will be returned upon written request. **Video clips cannot be accommodated.**

The Public Comment portion of the Agenda allows community members to speak on items that are not on the agenda. If you desire to speak about an item not listed on the agenda, a **"Request to Speak"** form should be filed with the Minutes Clerk. In conformance with the Brown Act, no action can occur on items presented during Public Comment.

Any agenda related writings or documents provided to the majority of the Traffic and Mobility Commission after distribution of the Agenda packet will be available for public inspection at the Transportation Department located at 1635 Faraday Avenue, Carlsbad, CA 92008. In addition, a binder containing all agenda related writings and documents will be held by the Minutes Clerk at each Traffic and Mobility Commission meeting and available for public review.

Those wishing to speak to the Traffic and Mobility Commission are asked to come forward, speak into the microphone, and give their name and address for the taped record. A time limit of three minutes is allotted to each speaker. Members of the public are asked to observe order at this meeting and to conduct themselves in a courteous and respectful manner.



TRAFFIC AND MOBILITY COMMISSION

Minutes

Council Chambers
1200 Carlsbad Village Drive
Carlsbad, CA 92008

Monday, Feb. 3, 2020, 5:02 p.m.

CALL TO ORDER: Chair Gocan called the Meeting to order at 5:00 p.m.

ROLL CALL: Present: Gocan, Johnson, Hunter, Penseyres, Fowler, Linke and Perez.

APPROVAL OF MINUTES:

Motion by Vice-Chair Johnson, seconded by Commissioner Perez, to approve the minutes for Jan. 6, 2020.

Motion carried: 5/0/2 (Abstained: Gocan and Hunter)

PUBLIC COMMENTS ON ITEMS NOT LISTED ON THE AGENDA:

- Lela Panagides, a Carlsbad resident, requested staff to study the possibility of getting a left turn signal light going from Tamarack Avenue to College Boulevard.
- Sophia Gocan, Josie Mitchell, Isabel Owens and Sophia Owens (Valley Girls 2.0 Robotics team), from Valley Middle School, presented a comprehensive study about safety on the sidewalks in various cities and proposed an installation of sensors on the sidewalks to detect any danger situation.

DEPARTMENTAL REPORTS:

1. POLICE MONTHLY REPORT – (Staff contact: Lieutenant Christie Calderwood, Police Department) – Cancelled

2. EL CAMINO REAL AND COLLEGE BOULEVARD INTERSECTION IMPROVEMENTS – (Staff Contact: Brandon Miles, Public Works).

Staff Recommendation: Approve staff recommendations

Associate Engineer Miles described the improvements for bicycle and pedestrian access with upgrades to the curb ramps and crosswalks at the intersection of El Camino Real and College Boulevard.

- Commissioner Linke inquired about the segment on El Camino Real that it is one of the segments that is deficient on the Level of Service(LOS) and how this project will impact the LOS. Will the new design be able to accommodate the high volume of cars on the intersection? He also asked if an intersection analysis has been done on the intersection of El Camino Real and College Boulevard.
- City Traffic Engineer Kim explained that the use of a right turn overlap will compensate for the high volume of cars eastbound turning right.

- Associate Engineer Miles explained that the project was designed with the vision of the extension of College Boulevard southbound.
- Commission Hunter expressed his concern of improving pedestrian service without a documented need to address a specific issue, especially if it comes at degrading service to auto users.
- Commissioner Fowler supports the project and understands the need to make the intersection safe for bicyclists and pedestrians.
- Commissioner Penseyres recommended adding yielding signs making the motorist aware of bicyclists and to paint the bike lane green.
- Commissioner Perez inquired if there is an estimated date for the extension of College Boulevard project.
- City Traffic Engineer Kim replied that the item about the extension of College Boulevard will come to the T&MC next month.
- Commissioner Linke recommended staff conduct an intersection LOS analysis on El Camino Real and College Boulevard
- Commissioner Linke would like the minutes to show that the city should continue to conduct intersection LOS. He stated that staff should identify a solution to address the deficiencies on ECR instead of proposing an exemption on the segment.

Motion by Commissioner Hunter, seconded by Commissioner Linke, to support staff recommendation of improvements to the intersection of El Camino Real and College Boulevard, CIP Project No. 6071.

Motion carried: 7/0

3. AMERICAN WITH DISABILITIES ACT BEACH ACCESS FEASIBILITY STUDY– (Staff Contact: Nathan Schmidt, Public Works) – Approve Staff recommendations

Transportation Planning and Mobility Manager Schmidt is asking the T&MC to approve the Americans with Disabilities Act (ADA) Beach Access Feasibility Study and the Trails Connectivity to Tamarack State Beach Feasibility Study.

- Commissioner Perez recommended a barrier/protection along the edge lines of the pathway along ECR to prevent the bicyclist from hitting a pedestrian or getting slammed on incoming traffic.
- Commissioner Linke inquired if City Council has a priority list on projects to develop within the city.
- Deputy City Manager Gomez explained that until a year ago we did not have a scoring matrix within the city, however, last year staff institute a scoring matrix that was presented to the City Council. If there are specific projects that City Council wants to prioritize they vote on it and staff move forward.
- Commissioner Fowler asked about if a lawsuit was the motive to improve the Beach Accessibility.
- Transportation Planning and Mobility Manager Schmidt explained that we had no lawsuit involved in the process of improving beach accessibility.
- Commissioner Penseyres inquired if there are plans to improve the trail beyond the cut-cover tunnel that connects to the neighborhood.

- Transportation Planning and Mobility Manager Schmidt answered that now there are no plans to improve the trail connectivity but the Sustainable Mobility Plan could potentially address the issue and work on better access to the neighborhood.
- Vice-Chair Johnson inquired if this project requires Coastal Commission approval.
- Transportation Planning and Mobility Manager Schmidt said yes, they are working with the Coastal Commission.

Motion by Commissioner Hunter, seconded by Commissioner Perez to approve staff recommendation of the ADA Beach Access Feasibility Study - CIP 6065

Motion carried: 7/0

Motion by Commissioner Perez, seconded by Commissioner Penseyres to approve staff recommendation on Trail Connectivity to Tamarack State Beach Feasibility Study - CIP 4063

Motion carried: 5/2 – (No: Johnson and Linke)

4. ELECT A NEW TRAFFIC AND MOBILITY COMMISSION CHAIR AND VICE-CHAIR – (Staff

Contact: Doug Bilse, Public Works)

Staff Recommendation: Elect a new Chair and Vice-Chair

Motion by Commissioner Hunter, seconded by Commissioner Perez, to elect Vice-Chair Johnson to be the Chair and Commission Fowler to be the Vice-Chair.

Motion was retracted by Commissioner Hunter

Motion by Chair Gocan, seconded by Vice-Chair Johnson, to extend the Chair and Vice-Chair term to June 30, 2020.

Motion approved: 6/0/1 (Abstained: Fowler)

CITY TRAFFIC ENGINEER COMMENTS:

City Traffic Engineer Report – Attachment A

TRAFFIC & MOBILITY COMMISSION COMMENTS:

Commissioner Perez would like to get information from the Police Department about an occurrence on January 17, 2020, of a car following two students of HOPE Elementary School.

City Traffic Engineer Kim will get in touch with Lt. Calderwood and send an email to all commissioners with the requested information.

Commissioner Linke inquired about the resident request on a left turn signal light going from Tamarack Avenue to College Boulevard.

Commissioner Linke informed the commissioners and staff that he will not be present at T&MC March 2, 2020 meeting but he would like to submit written inputs to the items on the Agenda.

Commissioner Hunter reported, on behalf of Lt. Calderwood, on some police activities on the month of January. Motorcycle officers working on the weekend and City Council approved parking enforcement on Carlsbad Village.

Vice-Chair Johnson requested staff to investigate the different speed limits on Avenida Encinas from Cannon Road to Poinsettia Lane.

Commissioner Penseyres suggested that the Motorcycle Officers should focused on drivers using cellular phones that are not hands free.

ADJOURNMENT:

Chair Gocan adjourned the Traffic & Mobility Commission Meeting on Feb. 3, 2020, at 7:15 p.m.

Eliane Paiva, Minutes Clerk



TRAFFIC AND MOBILITY COMMISSION

Staff Report

Meeting Date: Mar. 2, 2020

To: Traffic and Mobility Commission

Staff Contact: Lindy Pham, Associate Engineer
Lindy.Pham@Carlsbadca.gov or 760-602-2768

Subject: Traffic Calming Plans for Segovia Way and Harwich Drive.

Recommended Action

Based on the findings contained in this report and the requirements of the Carlsbad Residential Traffic Management Program, staff recommends that Traffic and Mobility Commission support the proposed traffic calming plans on Segovia Way and Harwich Drive.

Background

The Carlsbad Residential Traffic Management Program (CRTMP) was approved by City Council in 2001 and was revised in 2011. This program was designed to address speeding on residential streets. The program is a three-phase process, which offer solutions at increasing levels of cost and complexity. The first phase is initiated when a concerned resident contacts the City. This phase focuses on education and enforcement solutions and utilizes measures such as installation of speed limit signs, pavement legends and working with the police department to provide enforcement based on their availability.

Phase II utilizes cost-effective traffic management devices such as speed cushions, traffic circles, high-visibility crosswalks and signs to help reduce speeds on neighborhood streets. The measured critical speed, otherwise known as the 85th percentile street, must be at least 32 miles per hour (mph) to be eligible for Phase II consideration. The Phase II process utilizes public input to establish community support before a proposed traffic calming plan can be implemented. This report describes two streets that are currently in the Phase II process.

Data

In response to speeding concerns, staff deployed the portable speed feedback signs on Segovia Way and Harwich Drive (Exhibit 1). The measured criteria speeds for each of these streets are summarized in Table 1.

Table 1: Measured Critical Speed

STREET	STREET LIMITS	CRITICAL SPEED
Segovia Way	Levante Street to Quebrada Circle	32 mph
Harwich Drive	Tamarack Ave to 400 feet north of Edgeware Way	33 mph

The critical speeds measured on Segovia Way and Harwich Drive met the threshold to be eligible for Phase II of the CRTMP.

Per the CRTMP Phase II process, staff invited residents within the study area to neighborhood meetings to discuss traffic calming strategies and to receive feedback from residents on the various concept plans staff developed to address speeding concerns. Details of the neighborhood meetings on the two subject streets are summarized in Table 2.

Table 2: Neighborhood Meetings

STREET	Meeting Date	Meeting Location	No. of Attendees
Segovia Way	September 26, 2019	Stagecoach Community Park	33
Harwich Drive	October 24, 2019	Faraday Center	6

Based on the feedback received at the neighborhood meetings, a preferred traffic calming plans was selected by the attendees at the two neighborhood meetings. For Segovia Way, a traffic calming plan consisting of seven speed cushions was selected. For Harwich Drive, a plan consisting of four speed cushions was selected by majority of the meeting attendees.

After the meetings, letters were sent to the residents and property owners with proposed features directly in front of their homes. This gives residents and property owners the opportunity to express any specific concerns and for staff to make any adjustments to the concept plan, if necessary. Based on the comments received, the preferred traffic calming plan for each street was finalized (see Exhibits 2 and 3).

The CRTMP requires that the majority of the residents and property owners within the study area must support the plan as determined by a mailed survey. The survey is considered valid if 50% or more of the residents and non-resident owners return the completed survey. Positive support for the plan is indicated by 67% or more of the returned surveys in support of the proposed plan. The survey results for each of these streets are summarized in Table 3.

Table 3: Survey Results

STREET	Total No. of Survey Sent	Total No. of Survey Returned	Return Rate	Total No. of Support	Support Rate	Met Support Criteria?
Segovia Way	226	146	65%	117	80%	Yes
Harwich Drive	41	27	66%	27	100%	Yes

The surveys for all two streets have met the criteria specified in the CRTMP, therefore staff recommends the approval of the traffic calming plans for Segovia Way and Harwich Drive.

Necessary Council Action

City Council approval required for the traffic calming plans for Segovia Way and Harwich Drive.

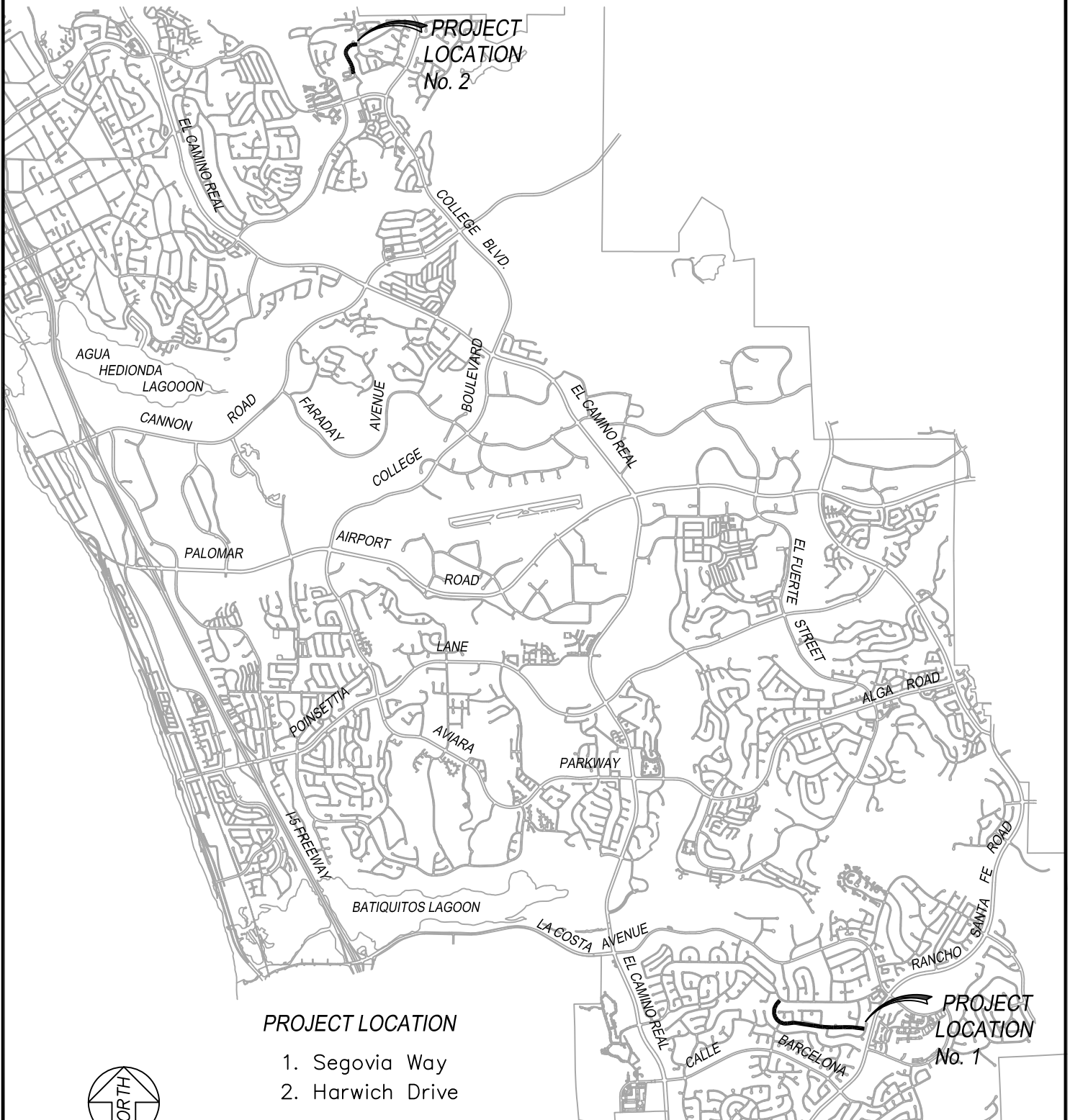
Next Steps

Staff will work with consultant to develop the final traffic calming plans.

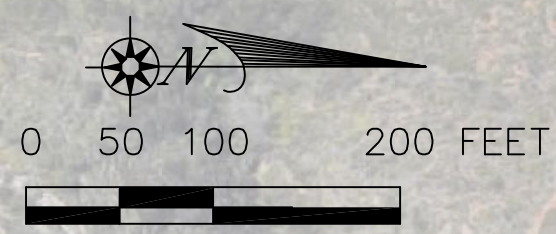
Exhibits

1. Location Map
2. Segovia Way Traffic Calming Plan
3. Harwich Drive Calming Plan

LOCATION MAP







LEGEND:

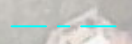


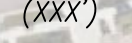
-  RIGHT-OF-WAY
-  PROPERTY LINE
-  SPEED CUSHION
-  DISTANCE BETWEEN FEATURES

EXHIBIT 3
HARWICH DRIVE TRAFFIC CALMING PLAN



TRAFFIC AND MOBILITY COMMISSION

Staff Report

Meeting Date: March 2, 2020

To: Traffic and Mobility Commission

Staff Contact: Paz Gomez, deputy city manager, Public Works
paz.gomez@carlsbadca.gov, 760-602-2751

Laura Rocha, deputy city manager, Administrative Services
laura.rocha@carlsbadca.gov, 760-602-2415

Subject: Determination of four deficient street facilities affecting Local Facilities Management Zone 15 according to the Growth Management Plan, adoption of measures to address the deficiencies.

Recommended Actions

Support staff's recommendation to City Council to adopt a resolution to:

- A. Determine the following street facilities to be deficient because they do not meet the vehicular level of service (LOS) performance standard required by the city's Growth Management Plan:
 1. Southbound El Camino Real from Cannon Road to College Boulevard
 2. Northbound El Camino Real from College Boulevard to Cannon Road
 3. Eastbound Cannon Road from El Camino Real to College Boulevard
 4. Westbound Cannon Road from College Boulevard to El Camino Real
- B. Determine the following street facilities to be built out and exempt from the vehicular LOS performance standard, in accordance with General Plan Mobility Element Policy 3-P.9:
 1. Southbound El Camino Real from Cannon Road to College Boulevard
 2. Northbound El Camino Real from College Boulevard to Cannon Road
 3. Eastbound Cannon Road from El Camino Real to College Boulevard
 4. Westbound Cannon Road from College Boulevard to El Camino Real

Executive Summary

Each year, staff collects traffic data in accordance with the Growth Management Plan (GMP) monitoring program to determine if the performance standard is being met for each street facility.¹ Eight street facilities in the city were identified in the Annual Growth Management Monitoring Report for fiscal year 2017-18 as falling short of the vehicular LOS performance standard (Exhibit 1).

These eight street facilities¹ are:

1. Southbound El Camino Real from the Oceanside city limits to Marron Road
2. Northbound El Camino Real from Marron Road to the Oceanside city limits
3. Southbound College Boulevard from Aston Avenue to Palomar Airport Road
4. Southbound Melrose Drive from the Vista city limits to Palomar Airport Road
5. Southbound El Camino Real from Cannon Road to College Boulevard
6. Northbound El Camino Real from College Boulevard to Cannon Road
7. Eastbound Cannon Road from El Camino Real to College Boulevard
8. Westbound Cannon Road from College Boulevard to El Camino Real

Exhibit 2 shows a map with locations of these eight deficient street facilities.

The issues identified with the first four street facilities were addressed during the City Council meeting on Dec. 17, 2019, in which the council determined them to be deficient.

The council determined the street facilities identified as 1, 2 and 4 above to be built out and exempt from the vehicular LOS performance standard, Transportation demand management (TDM) and transportation system management (TSM) strategies now apply on those facilities. The council also expedited two Capital Improvement Program (CIP) projects for street facilities 3 and 4 above. The deficiency reported for street facility 3 is expected to be resolved by the expedited CIP project approved by the City Council.

This staff report addresses issues related to the last four street facilities identified above. Staff recommends the City Council find street facilities 5, 6, 7 and 8 listed above to be deficient, considering the fiscal year 2017-18 Annual Growth Management Monitoring Report results. Staff recommends that the council determine those four street facilities to be built out and exempt from the LOS performance standard due to the infeasibility for private development to solely fund and construct the College Boulevard extension project, as required by the Zone 15 Plan and the Citywide Facilities and Improvements Plan. Mobility Element Policy 3-P.9, discussed in greater detail below, outlines the City's authority to "exempt" street facilities from the city's vehicular LOS standards.

During the July 16, 2019 City Council meeting, staff recommended construction of the College Boulevard extension project to resolve the deficiencies identified on those four street facilities. It was assumed at that time that funding the construction of the extension through private development alone, as currently required by the Local Facilities Management Zone (LFMZ) 15 Plan and the Citywide Facilities and Improvements Plan (CFIP) was feasible.

¹ This report uses the term "street facility" and the July 16, 2019 staff report referred to deficient "street segments." "Street facility" is a section of roadway that shares the same roadway characteristics, and that is composed of one or more street segments, while a "street segment" is the portion of a street facility between two intersections. In some cases, such as with the four deficient sections of roadway discussed in this report, a street segment is also a street facility. The term "street facility" is being used in this report for greater consistency with terminology from the General Plan Mobility Element.

However, further research, including direct input from property owners in LFMZ 15, revealed that funding the construction of the College Boulevard extension project solely by private development is infeasible, at least for the foreseeable future.

Considering that infeasibility, staff assessed the possibility of constructing improvements at street facilities 5, 6, 7 and 8 to address the deficiencies. However, as those projects would trigger one or more of the exemption criteria under General Plan Mobility Element Policy 3-P.9, as detailed below, staff recommends that the City Council determine these four street facilities to be built out and exempt from the vehicular LOS performance standard. TDM and TSM strategies would then apply.

Staff also requests City Council direction on whether to develop a city-led financing program for construction of the College Boulevard extension. As further described in this report, that effort would include the city undertaking a preliminary design and engineering assessment for the extension project.

Staff also requests council direction on whether to amend the LFMZ 15 Plan and the Citywide Facilities and Improvements Plan now to remove the obligation of private development in LFMZ 15 to solely fund the College Boulevard extension, considering the infeasibility of that approach.

If the City Council declines to amend the plans now but directs staff to develop a city-led financing program for the extension project, those plans would need to be amended in the future to include such a city-led financing plan for the extension of College Boulevard, as approved by council.

Discussion

Background

This is the third of three staff reports stemming from a discussion at the July 16, 2019 City Council meeting. At that meeting, staff presented a report on how these eight deficient street facilities had been identified in the Annual Growth Management Monitoring Report for fiscal year 2017-18 as falling short of the level of service performance standard.

The City Council directed staff to consider additional options to address the deficiencies and indicated a need for a detailed discussion with additional information before the City Council would take action on the matter. As a result, the City Manager asked that the matter be continued to a future City Council meeting to allow time for staff to prepare presentations related to:

- 1) The different ways the TSM and TDM programs work to manage traffic congestion and improve mobility
- 2) Recommendations on addressing the deficient level of service on four street facilities located outside LFMZ 15
- 3) Additional options to address the deficiencies in level of service on four street facilities affecting LFMZ 15, which relates to the uncompleted portion of College Boulevard

The first of these presentations occurred on Dec. 10, 2019, when staff presented an informational report to the City Council on how the city manages traffic with transportation system and demand management strategies. The second of these presentations occurred on Dec. 17, 2019. At that meeting, the City Council determined the first four street facilities to be deficient, expedited two CIP projects for street facilities 3 and 4, and exempted three of the street facilities, 1, 2 and 4. The deficiency reported for street facility 3 is expected to be resolved by the expedited CIP project approved by the City Council. This staff report will address the last four street facilities that have been identified as falling below the city's required LOS standard.

The City's Growth Management Plan and circulation performance standards

In 1986, the city adopted Proposition E, which amended the city's General Plan to "ensure that all necessary public facilities will be available concurrent with need to serve new development... In guaranteeing that facilities will be provided emphasis shall be given to ensuring good traffic circulation, schools, parks, libraries, open space and recreational amenities."

To implement this general guidance, Proposition E directed the city to adopt amendments to the section on growth management in the Carlsbad Municipal Code (Chapter 12.90). The city also adopted its Citywide Facilities and Improvement Plan (CFIP) and Local Facilities Management Zone Plan to implement Proposition E. The CFIP divided the city into 25 management zones, or LFMZs.

Under state law, the city is required to prepare a General Plan, which includes a circulation element "to plan for a balanced, multimodal transportation network that meets the needs of all users of streets, roads, and highways for safe and convenient travel in a manner that is suitable to the rural, suburban, or urban context of the general plan." (Assembly Bill (AB) 1358, the Complete Streets Act of 2008). Similarly, Senate Bill 743 explains, "It is the intent of the Legislature to balance the need for level of service standards for traffic with the need to build infill housing and mixed-use commercial developments within walking distance of mass transit facilities, downtowns, and town centers and to provide greater flexibility to local governments to balance these sometimes competing needs." (Gov. Code § 65088.4(a).)

In adopting AB 1358, the legislature found that, "Shifting the transportation mode share from single passenger cars to public transit, bicycling, and walking must be a significant part of short and long-term planning goals if the state is to achieve the reduction in the number of vehicle miles traveled and in greenhouse gas emissions required by current law." The legislature further found that, "In order to fulfill the commitment to reduce greenhouse gas emissions, make the most efficient use of urban land and transportation infrastructure, and improve public health by encouraging physical activity, transportation planners must find innovative

ways to reduce vehicle miles traveled and to shift from short trips in the automobile to biking, walking, and use of public transit.”

Consistent with these changes to state law, the City of Carlsbad’s circulation performance standards were amended in 2015 to plan for multimodal transportation network that meets the needs of all users, including but not limited to pedestrian traffic, bicycle traffic, and transit, as opposed to focusing exclusively upon vehicular traffic. (General Plan Mobility Element, Section 3.3). As explained in the City’s Mobility Element and its CFIP, “[t]he City’s approach to provide livable streets recognizes that optimum service levels cannot be provided for all travel modes on all streets within the City. This is due to competing interests that arise when different travel modes mix.”

The following performance standard was adopted:

Implement a comprehensive livable streets network that serves all users of the system – vehicles, pedestrians, bicycles and public transit. Maintain LOS D or better for all modes that are subject to this multi-modal level of service (MMLOS) standard, as identified in Table 3-1 of the General Plan Mobility Element, excluding LOS exempt intersections and streets approved by the City Council. (Mobility Element, Implementing Policy 3-P.4).

As further explained in the Mobility Element,

Concurrent with City Council adoption of this Mobility Element, the city’s Growth Management standard for circulation identified in the Citywide Facilities and Improvement Plan will be amended to reflect the livable street approach to mobility described in this element. (See also Mobility Element Policy 3-P.12.)

The Circulation Performance Standard in the Citywide Facilities and Improvements Plan was concurrently amended on Sept. 22, 2015 to mirror the city’s new mobility policies.

As noted above, the city’s mobility policy and performance standards include the ability to “exempt intersections and streets.” This exemption essentially reorients the city’s planning focus from making physical improvements roadways toward indirect transportation demand measures to reduce overall vehicle trips, and to focus upon non-vehicular modes of travel. (Mobility Element Policies 3-P.9 and 3-P.11)

The city’s GMP regulations state that, “If at any time after preparation of a local facilities management plan the performance standards established by a plan are not met then no development permits or building permits shall be issued within the local zone until the

performance standard is met or arrangements satisfactory to the city council guaranteeing the facilities and improvements have been made.” [CMC § 21.90.080, see also § 21.90.130]

Considering this requirement and the identified street facility deficiencies, the July 16, 2019 staff report suggested that:

- 1) The City Council consider exempting certain street segments, in keeping with Mobility Element Policy 3-P.11
- 2) The council consider enacting a permit prohibition in LFMZ 15.

At that meeting City Council directed staff to return with additional options to address the deficiencies.

Senate Bill 330, which became effective Jan. 1, 2020, established new procedures on placing a “moratorium or similar restriction or limitation on housing development, including mixed-use development.” [Gov. Code, § 66300(b)(1)(B)(I)].

Where housing is an allowable use, that law prohibits a city from enacting a “development policy, standard or condition” that would have the effect of “imposing a moratorium or similar restriction or limitation on housing development...other than to specifically protect against an imminent threat to the health and safety of persons residing in, or within the immediate vicinity of, the area subject to the moratorium...” Such a moratorium or similar restriction on housing development is not enforceable until it has first been submitted and approved by the California Department of Housing and Community Development.

The City Attorney’s Office is currently reviewing the city’s Growth Management Plan in light of the new regulations contained in Senate Bill 330.

Fiscal year 2017-18 Annual Monitoring Report and deficiencies in four street facilities

Each year, staff monitors circulation and other factors on the city’s public facilities and submits a report to the City Council comparing performance data against the adopted standards.

The Annual Growth Management Monitoring Report for fiscal year 2017-18 identified a total of eight street facilities that did not have exemptions from the vehicular LOS performance standard and that do not meet the vehicular LOS performance standard. On Dec. 17, 2019, the City Council determined that four of the street facilities are deficient and exempted three of the street facilities. The fourth one will meet the vehicular LOS performance standard upon completion of a CIP project that City Council expedited.

In accordance with CMC Section 21.90.130, staff recommends that the City Council determine deficiencies to exist at the remaining four street facilities that were reported in the fiscal year 2017-18 Annual Growth Management Monitoring Report as falling short of the vehicular LOS performance standard as listed below in Table 1.

Table 1
Proposed actions to address deficiencies at four street facilities

Deficient street facility	From	To	Recommended actions	Current level of service	Affected LFMZ
Southbound El Camino Real	Cannon Road	College Boulevard	Declare exempt from vehicular LOS D standard, approve CIP No. 6071	F	15
Northbound El Camino Real	College Boulevard	Cannon Road	Declare exempt from vehicular LOS D standard, approve CIP Nos. 6042/6056	F	15
Eastbound Cannon Road	El Camino Real	College Boulevard	Declare exempt from vehicular LOS D standard	F	15
Westbound Cannon Road	College Boulevard	El Camino Real	Declare exempt from vehicular LOS D standard	E	15
Note: Transportation system and demand management strategies will be applied to developments adding traffic to street facilities declared exempt from meeting the vehicular LOS D standard.					

Based on this information, staff recommends that the City Council determine that a deficiency exists at each of the street facilities under CMC Section 21.90.130(c):

If at any time it appears to the satisfaction of the city manager that facilities or improvements within a facilities management zone or zones are inadequate to accommodate any further development within that zone or that the performance standards adopted pursuant to Section 21.90.100 are not being met he or she shall immediately report the deficiency to the council. If the council determines that a deficiency exists then no further building or development permits shall be issued within the affected zone or zones and development shall cease until an amendment to the citywide facilities and improvements plan or applicable local facilities management plan which addresses the deficiency is approved by the city council and the performance is met.

Policy options

When a deficiency is determined to exist, in accordance with CMC Sections 21.90.080 and 21.90.130, the City Council can either adopt measures that implement or guarantee the facilities and improvements that address the deficiency, or the council can prohibit development and the issuance of building permits in affected LFMZs until the performance standard is met. Measures include:

1. Identifying and funding an improvement project that will result in that street facility meeting the performance standard
2. Determining that the street facility is built out and exempt from the LOS standard under General Plan Mobility Element Policy 3-P.9, such that TDM/TSM strategies will apply to development that adds vehicle traffic to the exempt street facilities

Although the GMP includes a circulation performance standard tied to LOS, the General Plan Mobility Element acknowledges that the city cannot always rely on adding roadway capacity to address deficiencies. In other words, the city cannot always build its way out of traffic congestion. The City Council has the authority to deem a street facility built out and exempt from the LOS D standard when the following build-out criteria are met, under General Plan Mobility Element Policy 3-P.9:

Develop and maintain a list of street facilities where specified modes of travel are exempt from the LOS standard (LOS exempt street facilities), as approved by the City Council. For LOS exempt street facilities, the city will not implement improvements to maintain the LOS standard outlined in Policy 3-P.4 if such improvements are beyond what is identified as appropriate at build out of the General Plan. In the case of street facilities where the vehicle mode of travel is exempt from the LOS standard, other non-vehicle capacity-building improvements will be required to improve mobility through implementation of transportation demand and transportation system management measures as outlined in Policy 3-P.11, to the extent feasible, and/or to implement the livable streets goals and policies of this Mobility Element. Evaluate the list of exempt street facilities, as part of the Growth Management monitoring program, to determine if such exemptions are still warranted. To exempt the vehicle mode of travel from the LOS standard at a particular street intersection or segment, the intersection or street segment must be identified as built-out by the City Council because:

- a. acquiring the rights of way is not feasible; or*
- b. the proposed improvements would significantly impact the environment in an unacceptable way and mitigation would not contribute to the nine core values of the Carlsbad Community Vision; or*
- c. the proposed improvements would result in unacceptable impacts to other community values or General Plan policies; or*
- d. the proposed improvements would require more than three through travel lanes in each direction.*

General Plan Mobility Element Policy 3-P.11 requires new development that adds vehicular traffic to street facilities that are exempt from the vehicle LOS D standard to implement:

- TDM strategies that reduce the reliance on single-occupant automobile and assist in achieving the city's livable streets vision
- TSM strategies that improve traffic signal coordination and improve transit service

Issues with potential solutions for the four street facility deficiencies

This staff report identifies measures to address the remaining four deficient street facilities reported in the fiscal year 2017-18 Annual Growth Management Monitoring Report. As noted

above, the recommendations below differ from the recommendations offered in the July 16, 2019 staff report because further research contradicted the prior assumption that private development alone can feasibly undertake the College Boulevard extension, as identified in the LFMZ 15 Plan and CFIP, and that those improvements will be sufficient to resolve the deficiencies on those street facilities.

Currently the LFMZ 15 Plan and the CFIP obligate private development to fund the College Boulevard extension with construction of two lanes and full width grading for four lanes.² In 2015, a preliminary estimate of constructing a four-lane roadway (two lanes in each direction) to connect College Boulevard from Cannon Road to Sunny Creek Road was \$22 million. Using escalation factors of 3% per year since 2015, an estimate for the same scope of work in 2020 dollars would be approximately \$26 million. Staff recommends construction of the full four lanes. Since the estimate was prepared for a private developer, staff added 20% to accommodate paying prevailing wage and fulfilling other city requirements, which increased the estimate to approximately \$30 million. For the purposes of this discussion, it is assumed that a city-led College Boulevard extension project would carry that estimated cost of \$30 million.

Additionally, during a meeting with affected LFMZ 15 property owners in October 2019, property owners described significant challenges associated with funding the College Boulevard extension. Some of their tentative building maps are expiring in summer 2020 and ballooning costs have made some projects not economically viable. Some property owners provided the following feedback:

- The current density was insufficient to support the costs
- They've been unable to get private financing
- There is a lack of critical mass of property owners willing and able to develop their properties in the near term

During the years 2012-2015, the city made several financing program efforts to assist the property owners in LFMZ 15, as noted below:

- On Sept. 10, 2013, via Agenda Bill 21,360, the City Council approved a reimbursement agreement between the City of Carlsbad and Bent-West LLC for assessment district formation deposits and allowed Bent-West, LLC to temporarily bypass the initial Policy No. 33 approval steps.
- On April 15, 2014, via Agenda Bill 21,567, the City Council made a finding under the policy to waive the provision of the pass-through requirement for community facilities districts based on the benefit of proceeding with the College Boulevard improvements in a district with diverse ownership.

² The LFMZ 15 Plan requires that the improvements contain the following elements: (i) full width grading to major arterial standards; (ii) two center travel lanes including a raised median and left turn pockets; (iii) construction of full width bridge over Agua Hedionda Creek; and (iv) full intersection improvements to Cannon Road and College Boulevard including appropriate lane transitions to the southern leg of College Boulevard. Zone 15 LFMP, Amendment E, at page 97.

- On Feb. 17, 2015, via Agenda Bill 21,864, the City Council directed staff to pursue alternative financing in the form of a development condition or reimbursement agreement based on the challenges of applying community facilities district financing on properties unentitled properties, parcels whose owners have not begun the process of seeking building permits
- On July 28, 2015, via Agenda Bill 22,053 and Ordinance No. CS-281, the City Council approved adding Chapter 3.40 to the Carlsbad Municipal Code setting forth procedures for establishment of a reimbursement fee for funding the reimbursement of certain costs of construction of eligible improvements.

Those efforts proved unsuccessful.

Aside from the financing issues, there are issues of road capacity to consider.

A recent city study showed that traffic on a two-lane extension of College Boulevard as described in the LFMZ 15 Plan and the CFIP would be above capacity if it existed today. That would rectify the deficiencies on the adjacent street facilities, even though the extension itself would fall short of the LOS performance standard. But the extension would likely take three to five years to complete, and the extension is not expected to fully resolve the deficiencies on the four street facilities that would exist at that time.

Therefore, the College Boulevard extension, as contemplated in the LFMZ 15 Plan and the CFIP, cannot be reasonably relied upon to fully resolve the deficiencies on the four street facilities.

That's why staff recommends focusing on whether improvements at the four deficient street facilities could make those facilities meet the LOS standard, and whether the exemption criteria stated in General Plan Mobility Element 3-P., detailed above, apply to those facilities. If the College Boulevard extension cannot be relied upon to resolve the deficiencies, then improvements located at the four subject deficient street facilities would trigger exemption criteria under Policy 3-P.9 as further described below.

Recommended actions to address the four deficient street facilities

Staff has considered options outside of the College Boulevard extension to address the LOS deficiencies and recommends that the City Council adopt the following measures to address the four street facility deficiencies covered in this report.

1. For Southbound El Camino Real from Cannon Road to College Boulevard

Current CIP Project No. 6071 was designed to enhance pedestrian and bicycle forms of mobility and to upgrade the existing curb ramps and crosswalks to meet the Americans with Disabilities Act standards. This proposed project would improve pedestrian and bicycle safety and mobility at the intersection of El Camino Real at College Boulevard and would include traffic signal timing modifications to improve traffic operations. Staff expects to request City Council approval of plans and specifications and authorization to bid for CIP Project No. 6071, a roadway improvement project, in spring 2020. Exhibit 3 shows a location map for this project.

While this project will improve pedestrian and bicycle safety and mobility, it is not expected to make this facility meet the LOS performance standard. Therefore, the street facility is expected to remain deficient after completion of the project.

Staff recommends the City Council determine this street facility to be built out and exempt from the LOS performance standard, under General Plan Mobility Element Policy 3-P.9 (d). That's because future roadway improvements to address the anticipated remaining deficiency after the completion of CIP Project No. 6071 would require further widening of El Camino Real to accommodate a fourth through lane, which would conflict with General Plan Mobility Element Policy 3-P.9 (d).

A project to widen El Camino Real to four lanes also conflicts with the following goals listed in the General Plan Mobility Element:

- Keep Carlsbad moving with livable streets that provide a safe, balanced, cost-effective, multi-modal transportation system (vehicles, pedestrians, bikes, transit) accommodating the mobility needs of all community members, including children, the elderly and the disabled (Goal 3-G.1)
- Provide inviting streetscapes that encourage walking and promote livable streets (Goal 3-G.3)
- Protect and enhance the visual, environmental and historical characteristics of Carlsbad through sensitive planning and design of scenic transportation corridors (Goal 3-G.6)

Development that adds traffic to this exempt street facility will be required to implement appropriate TDM and TSM strategies under General Plan Mobility Element Policy 3-P.11.

2. For Northbound El Camino Real from College Boulevard to Cannon Road

The road improvement work detailed in current CIP Project Nos. 6042/6056 would help improve traffic flow of northbound El Camino Real at Cannon Road, but the street facility would still not meet the LOS performance standard. Staff expects to request City Council approval of plans and specifications and authorization to bid for CIP Projects Nos. 6042/6056 in fall 2021. Exhibit 4 shows a project location map for those projects.

An unnumbered CIP project to widen northbound El Camino Real from Sunny Creek Road to Jackspar Drive is estimated to cost \$3.3 million and is currently scheduled for fiscal year 2025-29. Though this project is expected to improve traffic circulation, it is not expected to make the street facility meet the LOS performance standard, as shown in Table 1. Therefore, the street facility is expected to remain deficient after completion of the project.

Staff recommends the City Council also determine this street facility to be built out and exempt from the LOS performance standard, under General Plan Mobility Element Policy 3-P.9 (d). Future roadway improvements to address the anticipated remaining deficiency after CIP Project Nos. 6042/6056 and the unnumbered CIP project would require further widening of El Camino

Real to accommodate a fourth through lane, which would conflict with General Plan Mobility Element Policy 3-P.9 (d).

- A project to widen El Camino Real to four lanes also conflicts with the goals listed in the General Plan Mobility Element, as noted above. TDM and TSM strategies would also be required of any development that adds traffic to this exempt street facility.

3. For Eastbound Cannon Road from El Camino Real to College Boulevard

Staff recommends the City Council determine this street facility to be built out and exempt from the LOS D standard under General Plan Mobility Element Policy 3-P.9 (a), that acquiring the rights of way is not feasible, and that, in keeping with Mobility Element Policy 3-P.9(c), that the proposed improvements would result in unacceptable impacts to other community values or General Plan policies because of effects on sidewalks, crosswalks and bicycle lanes. Appropriate TDM and TSM strategies would be required of future development that adds traffic to this exempt street facility under Mobility Element Policy 3. P11

Relating to General Plan Mobility Element Policy 3-P.9(a), widening Cannon Road to three lanes in each direction between El Camino Real and College Boulevard would require the acquisition of additional right of way. Acquiring the additional right of way is infeasible due to the following:

- The additional right of way will require encroachment into open space for the preservation of natural resources near the intersection of El Camino Real and Cannon Road. This will result in destruction of some of the natural resources in that area.
- The new travel lane on the north side of Cannon Road will encroach into the road setback of the adjacent residential community. The residents along Cannon Road would experience increased road noise due to the decreased separation of the road and the homes. Large slopes border the north side of Cannon Road and would require considerable grading and construction of tall retaining walls. The necessary height of the walls would conflict with zoning, building the walls would be costly and their presence would be disruptive to residents in adjacent homes.
- The additional right of way contains areas under private ownership. The city would either need to pay for the acquisition, if the owners were willing to negotiate a sale, or condemn the property.
- A trail easement along the south side of Cannon Road, which is located within the additional right of way, would need to be relinquished by the city.

Relating to General Plan Mobility Element Policy 3-P.9(c), the proposed improvements would present unacceptable impacts to the following community values and General Plan policies:

- The Carlsbad Community Vision (Exhibit 6) core value of “Walking, biking, public transportation and connectivity” calls for increasing travel options through enhanced walking, bicycling and public transportation systems and enhancing mobility through increased connectivity and intelligent transportation management. Accommodating three through lanes on Cannon Road between El Camino Real and College Boulevard

would discourage bicycling and walking by placing bicycle and pedestrian facilities in much closer proximity to high-speed vehicle travel (the speed limit is 50 mph in this section.) Meandering pedestrian trails would be removed and replaced with sidewalks closer to the travel lanes. This placement is highly likely to result in lower facility use as users would likely feel less safe.

- The Carlsbad Community Vision core value of “Open space and the natural environment” relates to prioritizing protection and enhancement of open space and the natural environment and supporting and protecting Carlsbad’s unique open space and agricultural heritage. Accommodating three through lanes would require grading and roadway widening beyond the existing right of way, cutting into existing open space and preserve habitat. Impacts to habitat preserve areas would trigger environmental review, discretionary approvals, biological reports, and require wildlife agency permits, as well as identifying or constructing mitigation areas to offset the impacted habitat. Adding a through lane would require that the city relinquish a trail easement on the south side of Cannon Road, and a habitat area at the corner of El Camino Real and Cannon Road would be encroached upon by road improvements.
- General Plan Mobility Element Goal 3-G.6 calls for the city to, “Protect and enhance the visual, environmental and historical characteristics of Carlsbad through sensitive planning and design of scenic transportation corridors.” Adding lanes to this corridor would greatly impact the scenic aspect of this corridor. Large swaths, 15 to 20 feet, of scenic landscaping including trees and meandering trails would be removed on each side of the corridor to make way for asphalt and concrete improvements. The corridor would look much less appealing due to a significant decrease in landscaping.

4. For westbound Cannon Road from College Boulevard to El Camino Real

For the same reasons described above for eastbound Cannon Road, staff recommends the City Council determine this street facility to be built out and exempt from the LOS performance standard, under General Plan Mobility Element Policy 3-P.9 (a), that acquiring the rights of way is not feasible, and that, in keeping with General Plan Mobility Element Policy 3-P.9(c), the proposed improvements would result in unacceptable impacts to other community values or General Plan policies because of potential elimination of sidewalks, crosswalks and bicycle lanes.

Under General Plan Mobility Element Policy 3-P.11, future development that adds traffic to this exempt street facility will be required to implement appropriate TDM and TSM strategies.

Extending College Boulevard

Completing the missing link of College Boulevard involves more than building a roadway. Items to consider include design, permitting, technical reports, wildlife agency approvals, construction, acquisition of easements and constructing mitigation areas.

The city reviewed construction drawings for the College Boulevard extension from the early 2000’s to 2015. Constructing the College Boulevard extension requires hiring consultants including engineers and landscape architects to develop construction drawings that meet current federal, state, and local requirements. Additional consultants must be hired to update

and revise several technical reports such as biological, drainage, geotechnical, storm water quality and storm water pollution prevention.

To define the improvements of the College Boulevard extension, the project consists of several elements such as:

- Full-width grading for the road, paved travel lanes and sidewalks
- Median and median landscaping
- Bridge over Agua Hedionda Creek
- Underground utilities including potable water pipes and sewer and storm drains
- Traffic signals and street lights

Environmental clearances required by the California Environmental Quality Act are in place to construct the College Boulevard extension. The three certified environmental impact reports are:

1. Calavera Hills Master Plan Phase II Bridge and Thoroughfare District No. 4 & Detention Basins, reference no. EIR 98-02
2. Cantarini Ranch, reference no. EIR 02-02
3. Dos Colinas, reference no. EIR 09-01

There are other non-roadway improvements associated with extending College Boulevard and are required per the above certified environmental impact reports. These non-roadway improvements consist of acquisition and construction of:

- A replacement site for the existing recreational vehicle and garden site serving the Rancho Carlsbad Mobile Home Park community
- A proposed flood control facility adjacent to the College Blvd extension
- Water quality treatment basins required to treat storm runoff the College Boulevard extension to current satisfy storm water requirements
- Habitat mitigation area to address habitat impacts associated with constructing the College Boulevard extension

Making these College Boulevard improvements requires the city to have the right of way, or easements. The city currently has right of way for the College Boulevard roadway. However, there are additional easements and property that must be obtained to build the roadway and the other improvements listed above. Easements are required for temporary grading and construction, drainage and access, stormwater flow, sewers, water quality basins and habitat mitigation.

As part of the certified environmental impact reports listed above, prior to construction, approvals from wildlife agencies are needed. This will require resources to hire consultants to process and secure approvals with the California Department of Fish and Wildlife, the San Diego Regional Water Quality Control Board, the U.S. Army Corps of Engineers and others, as required.

Financing the College Boulevard extension

Private development in LFMZ 15 is currently obligated to fund the College Boulevard extension consisting of full width grading (to accommodate four lanes) but constructing only two of the four lanes. As discussed above, staff believes this approach is infeasible considering the unique hurdles in LFMZ 15. However, construction of the College Boulevard extension with two lanes would result in traffic congestion benefits.

A recent city corridor study indicates constructing College Boulevard with a two-lane configuration would provide significant traffic congestion relief in LFMZ 15. However, it also supports a conclusion that constructing only two of the four lanes on College Boulevard will not resolve the four subject deficiencies. The corridor study also determined that constructing four lanes (which is not required of private development in the CFIP and LFMZ 15 Plan) would resolve the four deficiencies and provide some additional capacity for future development in LFMZ 15.

The corridor study results indicated the three basic approaches to extending College Boulevard would have the following results:

1. Build a two-lane College Boulevard extension today along with the current CIP projects with no new development in LFMZ 15:
 - a. All current deficiencies on Cannon Road and El Camino Real would be fully addressed and the facilities would meet the LOS D standard.
 - b. The two-lane College Boulevard extension itself would be deficient, that is, it would not meet the LOS D standard.
 - c. There would be no unused roadway capacity available to serve development in LFMZ 15.
2. Build a four-lane College Boulevard extension along with the current CIP projects with no new development in LFMZ 15:
 - a. All current deficiencies on Cannon Road and El Camino Real would be fully addressed and the facilities would meet the LOS D standard.
 - b. The four-lane College Boulevard extension itself would meet the LOS D standard.
 - c. There would be some unused roadway capacity available to serve some growth in regional traffic.
3. Build a four-lane College Boulevard extension today along with the current CIP projects, and the building out of proposed development in LFMZ 15:
 - a. All current deficiencies on Cannon Road and El Camino Real would be fully addressed and the facilities would meet the LOS D standard.
 - b. The four-lane College Boulevard extension itself would be deficient and would not meet the LOS D standard.
 - c. There would be a new deficiency on the existing section of College Boulevard north of Cannon Road.

The construction of the College Boulevard extension is identified in General Plan Mobility Element Policy 3-P.21:

Implement connections and improvements identified in this Mobility Element, including those identified in policy 3-P.19, as well as: Extension of College Boulevard from Cannon Road to El Camino Real ...

The implementation of Policy 3-P.19 serves as CEQA mitigation for vehicular LOS congestion under the 2015 General Plan update under Mitigation Measure TR-1:

MM TR-1: The city shall implement all policies identified in the Mobility Element to reduce the demand for vehicles on I- 5. However, even with implementation of these policies, the impact will remain significant and unavoidable.

However, recent amendments to state law provide that vehicular LOS is statutorily no longer identified as a significant environmental impact under CEQA. [Pub. Res. Code 21099(b)(2)] Consequently, if the City elects not to proceed with this improvement it is recommended that the City also concurrently remove this mitigation measure.

Though the LFMZ 15 Plan calls for interim improvements for College Boulevard, staff recommends building the College Boulevard extension to its ultimate configuration, which includes full width grading and constructing all four lanes. As detailed above, it is assumed that a city-led extension of College Boulevard carries an estimated cost of \$30 million.

Considering the above information, staff requests City Council direction on whether to develop a city-led financing program for construction of the College Boulevard extension. This process would include a preliminary design and engineering assessment to develop a more accurate cost estimate that would then need to be funded and prepared in the CIP. If directed by the City Council, staff could review what funding sources are available to fund the preliminary design and engineering assessment, which is expected to cost approximately \$3 million.

Staff also requests direction on whether to amend the LFMZ 15 Plan and the CFIP now to remove or update the obligation of private development in LFMZ 15 to fully fund the College Boulevard extension, due to the apparent infeasibility for that to occur. Under CMC Section 21.90.130, no LFMZ 15 development permits can be approved by the city unless the map or permit is consistent with the LFMZ 15 Plan and this funding obligation. Considering this, staff recommends amending the LFMZ 15 Plan and CFIP now. If the City Council declines to amend the plans at this time but directs staff to develop a city-led financing program, those plans would ultimately require amending upon the council adopting a city-led financing program for the project.

If the City Council elects to fund the preliminary design and engineering assessment cost estimate of \$3 million in the fiscal year 2020-21 CIP budget, it could take about 18 more months to award a contract to a consultant and complete preparation of the preliminary design and cost estimate, which would bring the timeline to early 2022.

Of note, under the expenditure limitation established in 1982 under Proposition H, a public vote may be necessary before spending money from the city's General Fund for the preliminary design and engineering assessment if the expense would take more than \$1 million from that fund, and if that money was spent on an improvement project that would ultimately be accepted into the city's circulation system. If the City Council directs staff to pursue the preliminary design and cost assessment, and if funding sources other than city General Funds are not feasible, staff will consult with the City Attorney's Office to determine whether a vote is necessary.

Financing summary

In summary, the financing associated with construction of the College Boulevard extension project will be challenging and demanding a prudent approach. Matching the appropriate financing tool or tools to the project will involve using complex financing techniques requiring careful planning and consideration from city staff and external financial partners.

Staff recommends direction from City Council to develop a city-led financing program for construction of the College Boulevard extension project, which would include the city undertaking a preliminary design and engineering assessment for approximately \$3 million.

Fiscal Analysis

CIP projects have been identified in this staff report (CIP Nos. 6071, 6042/6056 and unnumbered CIP). Staff has outlined the anticipated future funding needs for those CIP projects below and will adjust the project costs as part of the fiscal year 2020-21 CIP approval process or separately for City Council approval. Other funding needs will depend on the direction given by City Council and are not included below.

Table 5
Anticipated funding requests for CIP Nos. 6071, 6042/6056 and unnumbered CIP

CIP Project No. 6071	
Current appropriation	\$1,026,000
Current expenditures and/or encumbrances	\$251,153
Total available funding	\$774,847
Future appropriation needed	\$0
Total anticipated funds needed	\$1,026,000
CIP Projects Nos. 6042 and 6056	
Current appropriation	\$2,825,000
Current expenditures and/or encumbrances	\$1,353,435
Total available funding	\$1,471,565
Future appropriation needed	\$695,000
Total anticipated funds needed	\$3,520,000
Unnumbered CIP project	
Current appropriation	\$0
Future appropriation needed	\$4,000,000
Total anticipated funds needed	\$4,000,000
Total of all projects	
Total anticipated funds needed	\$8,546,000

Next Steps

If directed by the City Council, staff can return at a future date with a city-led financing plan to construct a four-lane College Boulevard extension for the council's consideration, including the city undertaking a preliminary design and engineering assessment for approximately \$3 million. Staff would meet with LFMZ 15 property owners to determine interest in participating in the project.

Consistent with the City Council's direction, staff will update the applicable LFMP and CFIP relating to the obligation of private development in LFMZ 15 to fully fund the College Boulevard extension project per CMC Section 21.90.125.

Staff also recommends the City Council consider whether it can make the findings required to support a moratorium on development that are required under Senate Bill 330 (Gov. Code Section 66300 et seq.)

This staff report has focused on the results of the fiscal year 2017-18 Annual Growth Management Monitoring Report. Staff is in the process of preparing the fiscal year 2018-19 Annual Growth Management Monitoring Report, which is expected to be presented to the City Council on April 21, 2020.

Environmental Evaluation (CEQA)

Exempting street facilities and intersections from the Growth Management Program circulation LOS standard is an activity that was previously evaluated in the Final Program Environmental Impact Report (EIR) 13-02 for the General Plan update (GPA 07-02), dated Sept. 22, 2015. The City Council may declare certain street facilities as built-out and approve LOS exemptions consistent with General Plan Mobility Element Policy 3-P.9 provided that subsequent development projects located in LFMZs with exempted facilities incorporate appropriate TDM and TSM measures to reduce project impacts.

The EIR evaluated the potential environmental effects of the implementation of General Plan policies and Climate Action Plan measures that would reduce congestion and vehicle-related demand through TDM and TSM. Therefore, pursuant to CEQA Guidelines Section 15168 (c) (2), the action to exempt the recommended street facilities from the Growth Management Program circulation LOS performance standard is within the scope of the Final Program EIR 13-02 and no further CEQA compliance is required.

Street improvement projects recommended in this staff report will be subject to appropriate project-level CEQA review during their planning and design prior to implementation.

Public Notification

This item was noticed in accordance with the Ralph M. Brown Act and was available for public viewing and review at least 72 hours prior to the scheduled meeting date.

Exhibits

1. Annual Growth Management Monitoring Report for fiscal year 2017-18: Circulation Section
2. Map of Deficient Street Facilities with Local Facility Management Zones
3. Location Map for El Camino Real and College Boulevard, CIP Project No. 6071
4. Location Map for El Camino Real and Cannon Road, CIP Project Nos. 6042/6056
5. Carlsbad Community Vision

CIRCULATION

A. Performance Standard

Implement a comprehensive livable streets network that serves all users of the system – vehicles, pedestrians, bicycles and public transit. Maintain level of service (LOS) D or better for all modes that are subject to this multi-modal level of service (MMLOS) standard, as identified in Table 3-1 of the General Plan Mobility Element, excluding LOS exempt intersections and streets approved by the City Council.

The service levels for each travel mode are represented as a “grade” ranging from LOS A to LOS F: LOS A reflects a high level of service for a travel mode (e.g. outstanding characteristics and experience for that mode) and LOS F would reflect an inadequate level of service for a travel mode (e.g. excessive congestion for vehicles, inadequate facilities for bicycle, pedestrian, or transit users).

B. Livable Streets

The California Complete Streets Act (2008) requires cities in California to plan for a balanced, multi-modal transportation system that meets the needs of all travel modes. Accomplishing this state mandate requires a fundamental shift in how the city plans and designs the street system – recognizing the street as a public space that serves all users of the system (elderly, children, bicyclists, pedestrians, etc.) within the urban context of that system (e.g. accounting for the adjacent land uses).

- Prior to adoption of the General Plan Mobility Element on September 22, 2015, the growth management circulation performance standard was based on the circulation needs of a single mode of travel – the automobile.
- The General Plan Mobility Element identifies a new livable streets strategy for mobility within the city.
- The livable streets strategy focuses on creating a ‘multi-modal’ street network that supports the mobility needs of pedestrians, bicyclists, transit users, and vehicles.
- Providing travel mode options that reduce dependence on the vehicle also supports the city’s Climate Action Plan in achieving its goals of reducing greenhouse gas emissions within the city.

C. Street Typology

The city’s approach to provide livable streets recognizes that improving the LOS for one mode of transportation can sometimes degrade the LOS for another mode. For example, pedestrian friendly streets are designed to encourage pedestrian uses and typically have slow vehicle travel speeds and short-distance pedestrian crossings that restrict vehicle mobility. Therefore, the General Plan Mobility Element’s livable streets approach

identifies, based on the location and type of street (street typology), the travel modes for which service levels should be enhanced and maintained per the MMLOS standard (LOS D or better).

- Mobility Element Table 3-1 describes the livable street typologies and Figure 3-1 depicts the livable street system.
- The street typology identifies which modes of transportation are subject to, and which modes are not subject to, the MMLOS standard.
- The vehicle mode of travel is subject to the MMLOS standard only on the following street typologies: Freeways, Arterial Streets, Arterial Connector Streets, and Industrial Streets.
- The city has historically monitored vehicle LOS along 26 street segments.
 - When the Mobility Element was adopted in 2015, eight of those street segments were designated with street typologies where the vehicle is accommodated but is not subject to the MMLOS standard.
 - These eight street segments are streets where the LOS of other travel modes (pedestrian, bicycle, transit) is a priority.
 - These eight street segments were not monitored for vehicular LOS in this report.
 - Vehicular LOS data was collected along the remaining eighteen (26-8=18) street segments as discussed below.

D. Methods to Measure Multi-Modal Level of Service (MMLOS)

- Vehicle LOS is measured as described below.
- The method to measure pedestrian, bicycle and transit LOS is based on the approach used in preparation of the General Plan Environmental Impact Report (EIR), which identifies attributes of a location and identifies a qualitative LOS grade based on the attributes of the pedestrian, bicycle or transit facility. Each attribute contributes to a point system that, when the total points for all attributes are added together, corresponds to a qualitative letter grade. Following the adoption of the General Plan Mobility Element and the MMLOS standard, city staff developed the MMLOS Tool, which refines the method used in the General Plan EIR.

E. Changing How Vehicle LOS is Measured

During this reporting period, changes were made to how vehicle LOS is measured, in comparison to previous years. The changes are summarized below and were made to be consistent with the General Plan Mobility Element, recent changes to the California Environmental Quality Act (CEQA), and the latest version of the Highway Capacity Manual (HCM).

- Eliminated intersection vehicle LOS analysis.

The city has historically monitored vehicle LOS using both intersection and street segment methodologies. The city eliminated the use of intersection LOS analysis and now evaluates vehicle LOS using only street segment LOS analysis.

- Updated street segment vehicle LOS analysis.

The methodology used to evaluate vehicle LOS along street segments was updated to be consistent with the Highway Capacity Manual, per the General Plan Mobility Element. This update resulted in significantly reduced roadway capacities which subsequently led to significantly lower LOS results on most roadway segments.

- Re-Defined street segments to monitor.

The 18 street segments that were historically monitored and will continue to be monitored for vehicle LOS have been divided into 43 smaller street segments. Changes in the number of lanes, signal spacing or speed limit define the segment division. For this reporting period, traffic counts were not collected for all 43 street segments. Rather, traffic counts were collected at the same 18 historical locations as in previous years, and vehicle LOS is reported for the 18 street segments that align with the historical locations. The other 25 street segments ($43-18=25$) were not monitored in this report. All 43 street segments will be monitored in 2019.

- Changing vehicle LOS monitoring from summer conditions to average spring/fall conditions.

The schedule for collecting field data for vehicle LOS was changed from summer to spring and fall data collection. The industry standard is to monitor traffic in the spring and fall to reflect typical conditions when school is in session. This report reflects traffic data gathered in the fall of 2018. Traffic data is scheduled to be collected in the spring of 2019.

F. LOS D Exemptions

The City Council has the authority to exempt a street facility from the LOS D standard if the street facility meets one or more of the following criteria from General Plan Mobility Element Policy 3-P.9:

To exempt the vehicle mode of travel from the LOS standard at a particular street intersection or segment, the intersection or street segment must be identified as built-out by the City Council because:

- a. Acquiring the rights of way is not feasible; or*
- b. The proposed improvements would significantly impact the environment in an unacceptable way and mitigation would not contribute to the nine core values of the Carlsbad Community Vision; or*
- c. The proposed improvements would result in unacceptable impacts to other community values or General Plan policies; or*
- d. The proposed improvements would require more than three through travel lanes in each direction.*

The following street facilities were identified in the General Plan and are expected to provide a vehicle level of service below LOS D at buildout. Per General Plan Mobility Element Policy 3-P.10, the following street facilities, including the intersections along these segments, are exempt from the vehicle level of service standard:

- La Costa Avenue between Interstate-5 and El Camino Real
- El Camino Real between Palomar Airport Road and La Costa Avenue
- Palomar Airport Road between Interstate-5 and College Boulevard
- Palomar Airport Road between El Camino Real and Melrose Drive

G. FY 2017-18 Facility Adequacy Analysis

This report includes circulation facility adequacy analysis for FY 2017-18. The details of all LOS results are found in the 2018 GMP traffic monitoring data. The following table summarizes the street segments where vehicle and other modes of transportation exceed (do not meet) the MMLOS standard (LOS D or higher).

1. Street Segments with Vehicle LOS Exceeding LOS D Standard

Compared to previous growth management monitoring reports, this report identifies more street segments that do not meet the MMLOS standard – LOS D or higher. The increase in segments with a LOS below D is primarily due to the changes in how vehicle LOS is measured (as summarized above), and to a lesser degree changes in volume of vehicles compared to previous years. Following this report, city staff will deliver a

more detailed report to the City Council on the vehicle LOS reported in the table below and shown in Figure 4.

Deficient Roadway Segment	From	To	Level of Service (LOS)		Adjacent Facility Management Zone (LFMZ)
			AM	PM	
El Camino Real	Oceanside City Limits	Marron Road	E	E	1, 2
El Camino Real	Marron Road	Oceanside City Limits	E	E	1, 2
El Camino Real	College Blvd	Cannon Road	C	F	5, 8, 14, 15, 24
El Camino Real	Cannon Road	College Blvd	F	B	5, 8, 14, 15, 24
College Blvd.	Aston Avenue	Palomar Airport Rd.	B	F	5
Melrose Drive	Vista City Limits	Palomar Airport Rd.	F	E	5, 18
Cannon Road	El Camino Real	College Blvd	D	F	8, 14, 15, 24
Cannon Road	College Blvd	El Camino Real	E	D	8, 14, 15, 24

2. Roadway Segments with Pedestrian LOS Exceeding LOS D Standard

None (all of the roadway segments monitored met the LOS standard)

3. Roadway Segments with Bicycle Los Exceeding LOS D Standard

None (all of the roadway segments monitored met the LOS standard)

4. Roadway Segments with Transit LOS Exceeding LOS D Standard

None (the recently adopted Travel Demand Management ordinance addresses all outstanding issues)

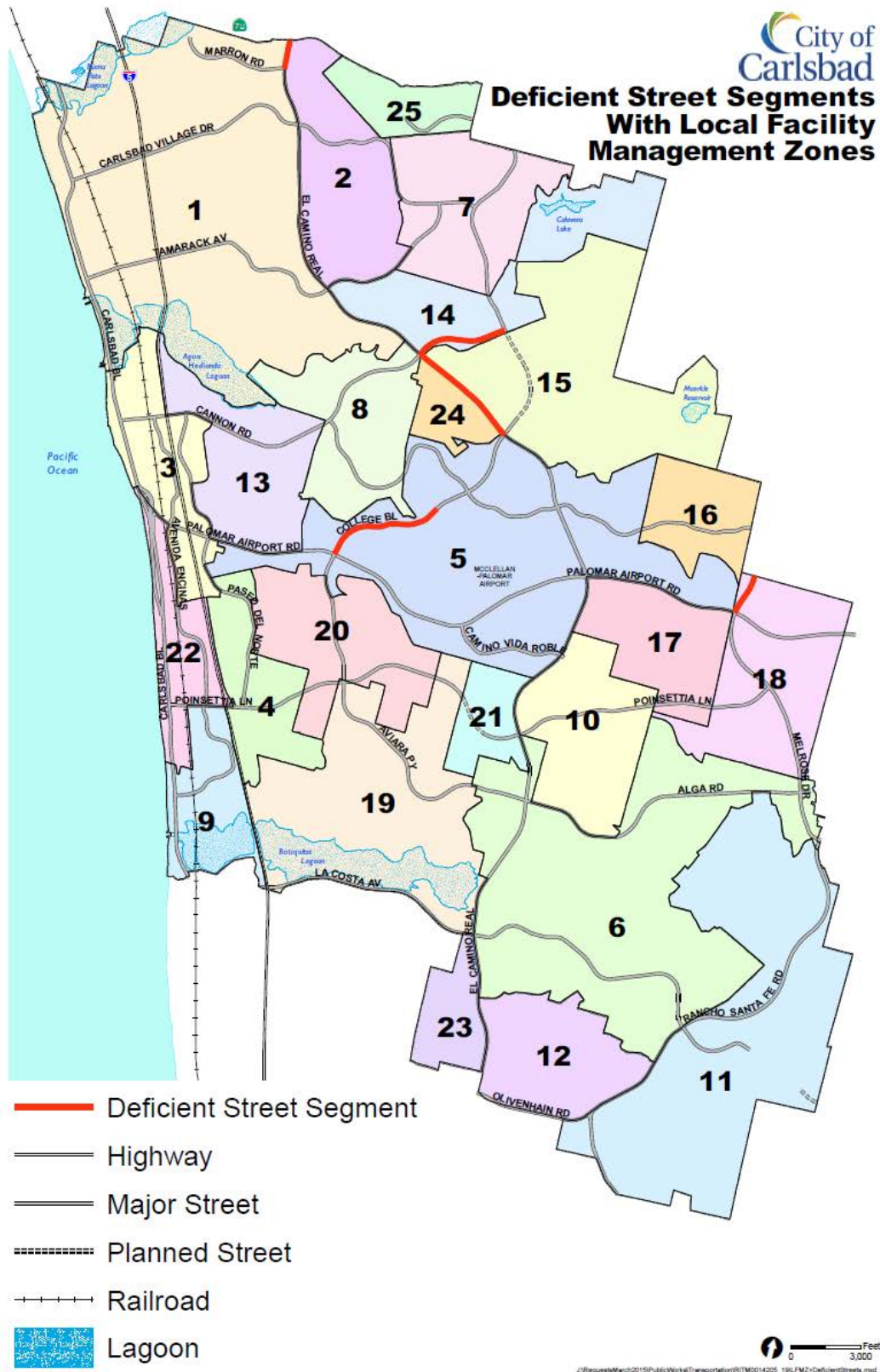


Figure 4: Deficient Street Segments and LFMZ

H. Buildout Facility Adequacy Analysis

The Environmental Impact Report for the 2015 General Plan evaluated how buildout of the land uses planned by the General Plan will impact the vehicle, pedestrian, bicycle and transit levels of service, and identified that additional circulation facilities may need to be constructed in order to meet the GMP performance standard at buildout. The following summarizes the results of that evaluation:

Vehicle Level of Service at Buildout

- Additional future road segments (extensions of College Boulevard, Poinsettia Lane and Camino Junipero) needed to accommodate the city's future growth were identified as part of the General Plan update. The General Plan Mobility Element identifies these needed future road segments as "Planned City of Carlsbad Street Capacity Improvements."
- The General Plan also called out the need to implement the scheduled Interstate-5 North Coast Project and Interstate-5/Interstate-78 Interchange Improvement Project that are needed to accommodate future growth.
- The Capital Improvement Program (CIP) funds projects that will upgrade the LOS including several roadway widenings along El Camino Real near: College Road (northbound), La Costa Avenue (southbound), and Cassia Road (northbound).
- The General Plan EIR identifies travel demand management (TDM) and traffic system management (TSM) as mitigation measures for roadway sections that have been given LOS exemptions.

Pedestrian, Bicycle and Transit Level of Service at Buildout

Improvements to pedestrian, bicycle and transit facilities may be needed to ensure compliance with the MMLOS standard at buildout. Needed improvements will be identified after the city has completed an evaluation of the facility according to the roadway typology.

I. Next Steps

Carlsbad Municipal Code §21.90.130 (c) states:

If at any time it appears to the satisfaction of the city manager that facilities or improvements within a facilities management zone or zones are inadequate to accommodate any further development within that zone or that the performance standards adopted pursuant to Section 21.90.100 are not being met, he or she shall immediately report the deficiency to the council. If the council determines that a deficiency exists, then no further building or development permits shall be issued within the affected zone or zones and development shall cease until an

amendment to the city-wide facilities and improvements plan or applicable local facilities management plan which addresses the deficiency is approved by the city council and the performance standard is met.

A staff report will be sent to the City Council that includes the following:

- a list of the street segments subject to the LOS D standard and do not meet this standard;
- a list of these deficient street segments that meet the conditions for an exemption;
- a list of projects that could be implemented to meet the LOS D standard;
- a request that City Council determine which of these segments is deficient, identify which ones should gain exemptions, and identify which projects to fund in order to meet the LOS D standard.

City of Carlsbad
Deficient Street Segments
With Local Facility
Management Zones

The map displays 25 numbered management zones across the City of Carlsbad. Deficient street segments are highlighted in red. The zones are color-coded and numbered as follows:

- Zone 1: Light orange
- Zone 2: Light purple
- Zone 3: Light yellow
- Zone 4: Light green
- Zone 5: Light blue
- Zone 6: Light green
- Zone 7: Light pink
- Zone 8: Light yellow
- Zone 9: Light blue
- Zone 10: Light yellow
- Zone 11: Light blue
- Zone 12: Light purple
- Zone 13: Light purple
- Zone 14: Light blue
- Zone 15: Light yellow
- Zone 16: Light orange
- Zone 17: Light pink
- Zone 18: Light pink
- Zone 19: Light orange
- Zone 20: Light pink
- Zone 21: Light blue
- Zone 22: Light purple
- Zone 23: Light purple
- Zone 24: Light orange
- Zone 25: Light green

Key streets and landmarks include:

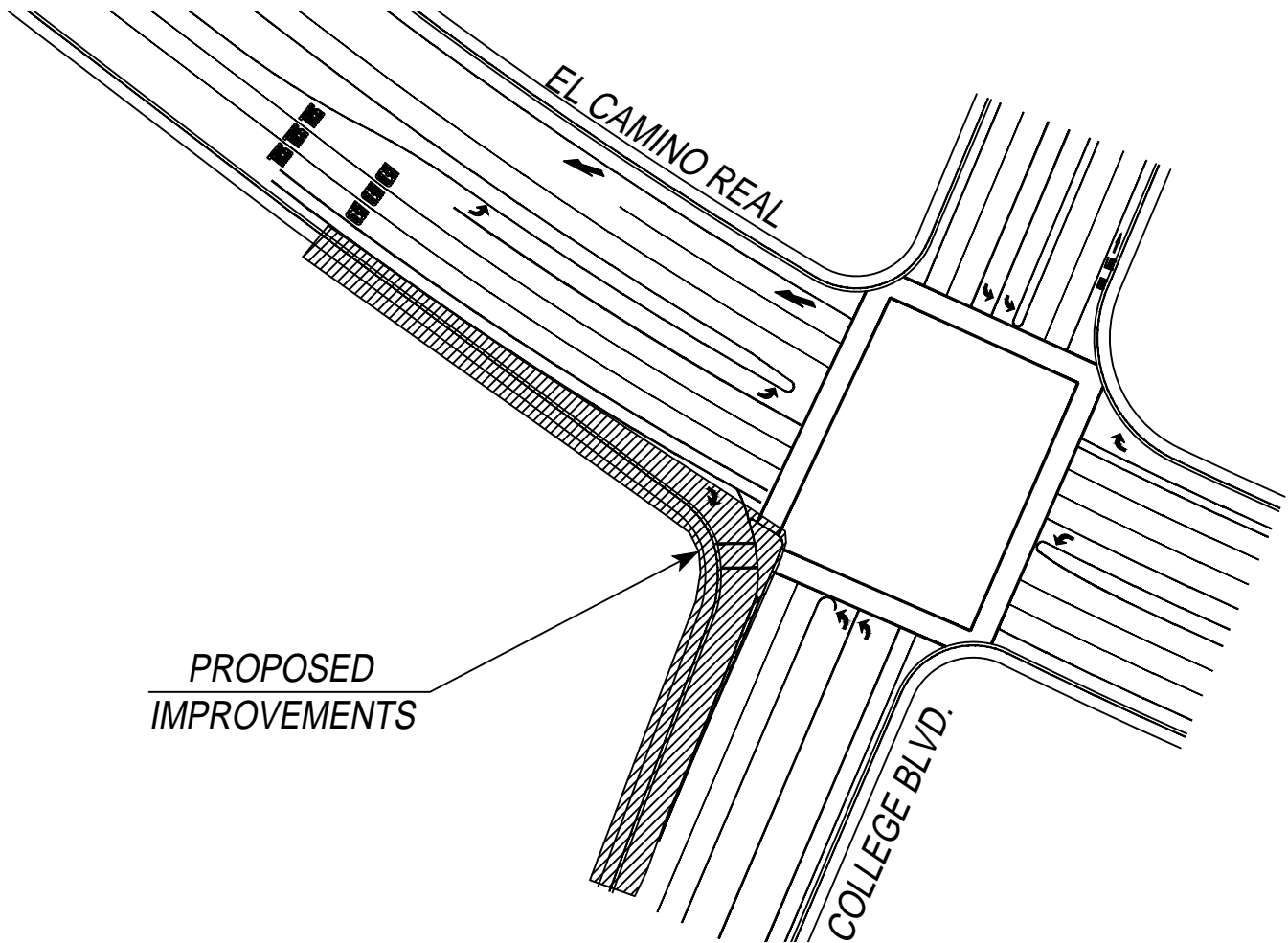
- Streets:** MARRON RD, CARLSBAD VILLAGE DR, TAMARACK AV, EL CAMINO REAL, CANNON RD, PALOMAR AIRPORT RD, PASO DEL NORTE, POINSETTIA LN, AVIARA PL, LA COSTA AV, OLIVENHAIN RD, ALGARD, TRANCHE SANTA FE RD, MELROSE DR, COLLEGE BL, CAMINO VIDA ROBL, and CARLSBAD BL.
- Highways:** I-5 and I-15.
- Landmarks:** Pacific Ocean, Agua Hedionda Lagoon, Botiqueros Lagoon, Calavera Lake, and McClellan-Palomar Airport.

Legend:

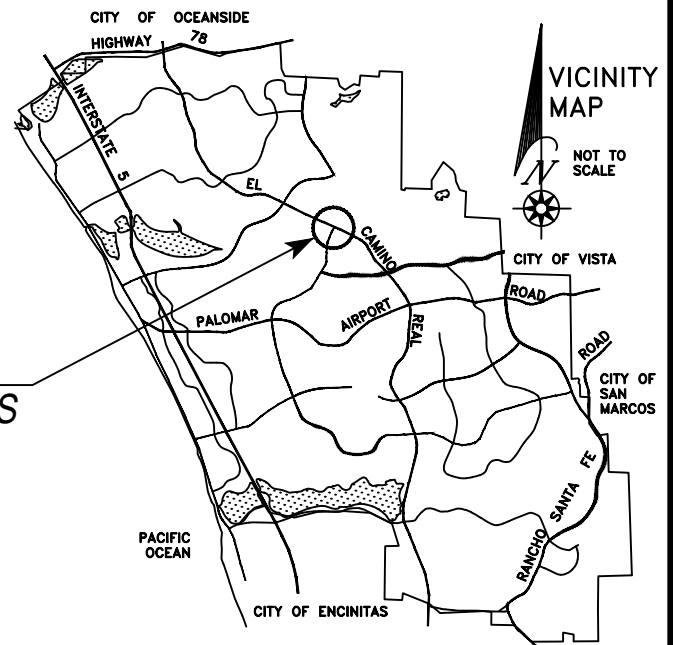
- Deficient Street Segment (Red line)
- Highway (Thick grey line)
- Major Street (Thin grey line)

-
- 0 3,000 Feet

LOCATION MAP



PROPOSED
IMPROVEMENTS



VICINITY
MAP

NOT TO
SCALE



NOT TO SCALE

PROJECT NAME

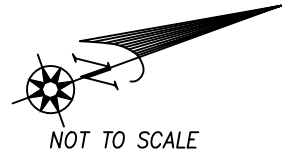
**EL CAMINO REAL & COLLEGE BLVD.
INTERSECTION IMPROVEMENTS**

PROJECT
NUMBER
6071

EXHIBIT
3

LOCATION MAP

CANNON ROAD

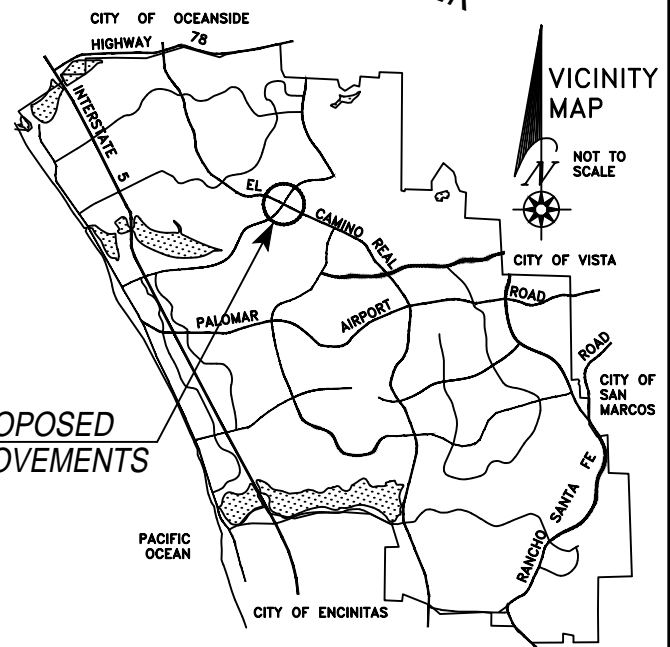


PROPOSED
IMPROVEMENTS

AGUA HEDIONDA CREEK

EL CAMINO REAL

PROPOSED
IMPROVEMENTS



PROJECT NAME

BRIDGE IMPROVEMENTS
EL CAMINO REAL AND CANNON ROAD

PROJECT
NUMBER
6042 &
6056

EXHIBIT
4

Community Vision

Thousands of community members have participated in the city-sponsored Envision Carlsbad program to create a community vision for Carlsbad's future. The core values and vision statements emerging from this process serve as a guide for city leaders as they carry out their service to all who live, work and play in the City of Carlsbad.



Small town feel, beach community character and connectedness

Enhance Carlsbad's defining attributes—its small town feel and beach community character. Build on the city's culture of civic engagement, volunteerism and philanthropy.



Open space and the natural environment

Prioritize protection and enhancement of open space and the natural environment. Support and protect Carlsbad's unique open space and agricultural heritage.



Access to recreation and active, healthy lifestyles

Promote active lifestyles and community health by furthering access to trails, parks, beaches and other recreation opportunities.



The local economy, business diversity and tourism

Strengthen the city's strong and diverse economy and its position as an employment hub in north San Diego County. Promote business diversity, increased specialty retail and dining opportunities, and Carlsbad's tourism.



Walking, biking, public transportation and connectivity

Increase travel options through enhanced walking, bicycling and public transportation systems. Enhance mobility through increased connectivity and intelligent transportation management.



Sustainability

Build on the city's sustainability initiatives to emerge as a leader in green development and sustainability. Pursue public/private partnerships, particularly on sustainable water, energy, recycling and foods.



History, the arts and cultural resources

Emphasize the arts by promoting a multitude of events and productions year-round, cutting-edge venues to host world-class performances, and celebrate Carlsbad's cultural heritage in dedicated facilities and programs.



High quality education and community services

Support quality, comprehensive education and life-long learning opportunities, provide housing and community services for a changing population, and maintain a high standard for citywide public safety.



Neighborhood revitalization, community design and livability

Revitalize neighborhoods and enhance citywide community design and livability. Promote a greater mix of uses citywide, more activities along the coastline and link density to public transportation. Revitalize the downtown Village as a community focal point and a unique and memorable center for visitors, and rejuvenate the historic Barrio neighborhood.

